

Moving Public Transportation Into the Future

Claiming Indirect Costs Under Federal Grant Awards 2 CFR § 200 Guidance

January 12, 2021

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Session Content



1 Why Cost Allocation Is Confusing



2 Understanding Direct/Indirect Costs



3 Indirect Costs Rate Proposals (ICRPs)



4 Changes to 2 CFR § 200



5 Questions & Answers

About This Training

- Built Upon the National RTAP Publication
 - "Fundamental Financial Management for Rural Transit Providers"
 - Chapter 2 2 CFR § 200
 - Chapter 4 Understanding Direct and Indirect Costs



Section 1

DEFINING A STANDARDIZED APPROACH TO COST ALLOCATION ISSUES

Types of Cost Allocation

- Financial Based Cost Allocation
- Service Based Cost Allocation Plans

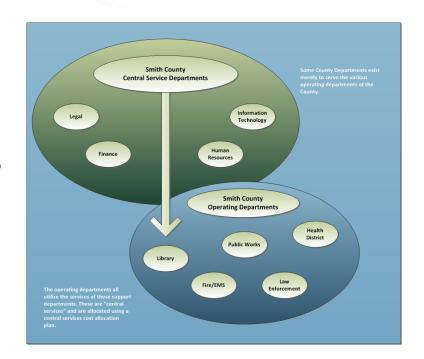


Financial Based Cost Allocation

- Two Types
 - Central Service Cost Allocation Plans
 - Indirect Cost Allocation Plans

Financial Based Cost Allocation #1

- Central Services Cost
 Allocation Plan
 - A Publicly Sponsored
 Transit Program Benefits
 from the Services of
 Other Governmental
 Units and Desires to
 Claim Costs Incurred by
 these Units Under its
 Various Federal Awards



Financial Based Cost Allocation #1

- Central Services Cost Allocation Plan
 - The Public Entity or Governmental Unit Must
 Prepare a "Central Services Cost Allocation Plan"

Financial Based Cost Allocation #2

- Indirect Cost Allocation Plan
 - An Entity (Public or Private Nonprofit) Provides
 Multiple Program Services
 - Certain Overhead and Administrative Costs
 Incurred by the Entity Benefit All Programs and Services, Including Transit
 - The Agency Seeks to Recoup These Costs in Their Billings to Various Federal Agencies
 - The Entity Requires an Approved "Indirect Cost Allocation Rate" in Order for Such Costs to be Reimbursable by the Federal Government

- Allocate Costs to Various Types/Modes/Services
- Price Service Provided Under Contract
- Urban/Rural Cost Allocation
 - Required by FTA
- Charter Cost Allocation
- Local Match Allocation Plan

- Allocate Costs to Different Modes
 - A Public Transit Agency Operates a Fixed Service

National Transit Database 2019 Policy Manual

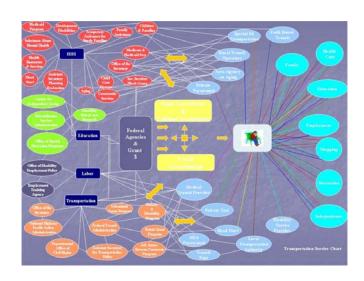
- Under the ADA Rule, the Entity Must Also
 Operate Complementary Paratransit
- NTD Generally Requires Expenses be Split by

Mode of Service

- MB = Motor Bus
- DR = Demand Response

Price Service Provided Under Contract

- Price Service Provided Under Contract
 - A Public Transit Agency Coordinates Service With Various Human Service Agencies In The Area
 - The Transit Agency
 Needs A "Fully Allocated
 Cost Analysis" To
 Determine How To Price
 Contract Services



- Urban/Rural Cost Allocation
 - A Transit Agency Receives Funding Under Both FTA Section 5307 And Section 5111
 - FTA Expects the Grantee to Develop a Reasonable Basis for Allocating Operating Costs Between the Two Funding Sources that is Related to the Service Provided
 - FTA Requires a "Cost Allocation Plan" to Distribute Costs to the Two Different, But Related Programs

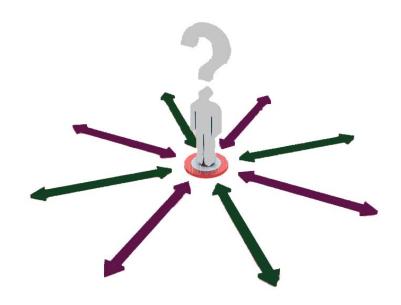
Charter Service

- A Transit Agency Provides Charter Service in Accordance with 49 CFR part 604
- The Transit Agency Must Demonstrate That it Fully Recovers the Cost of Charter Service
 - Charter Service is NOT Eligible Public Transportation
 Service
 - Losses from Charter Operations Cannot be Billed to Any FTA Program
- The Agency Requires a "Charter Service Allocation Plan"

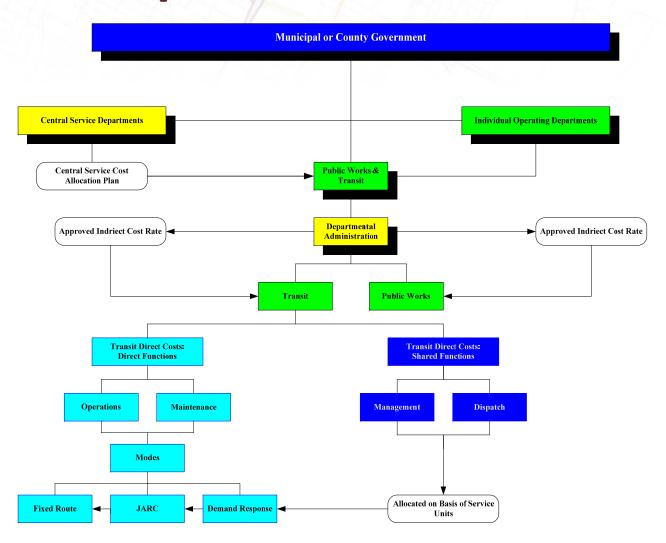
- Local Match Allocation Plan
 - A Regional Transit Authority Provides Service
 Over a Multi-Jurisdictional Service Area
 - Each Participating Local Entity Must Share Responsibility for Funding a Portion of the Local Share
 - The Authority Must Allocate Local Funding Needs In An Equitable Manner To All Participating Jurisdictions

Multiple Allocation Plans

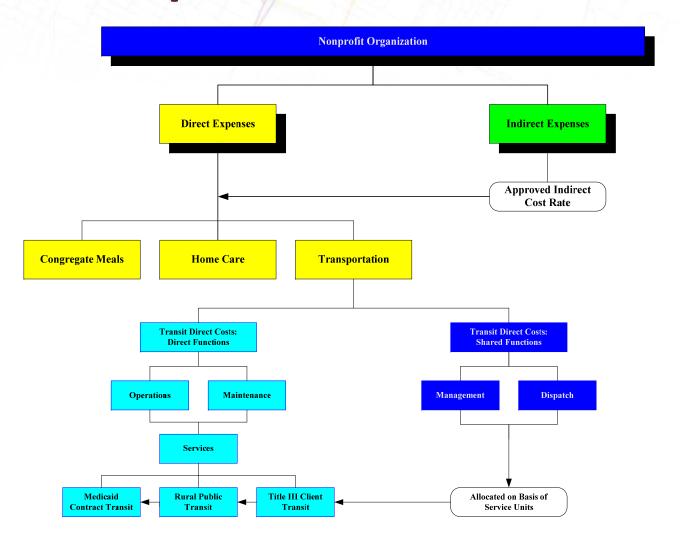
 For Some Entities that Seek to Fully Identify the Cost of Transit Service, Multiple Cost Allocation Strategies May be Necessary



Multiple Allocation Plans



Multiple Allocation Plans



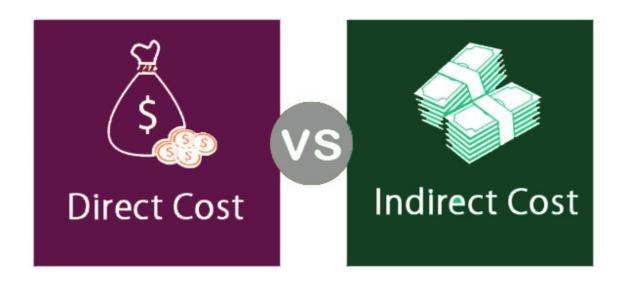


Section 2

UNDERSTANDING THE CONCEPT OF DIRECT AND INDIRECT COSTS

Principle

 There Is No Universal Rule For Classifying Certain Costs as Either Direct or Indirect (F&A) Under Every Accounting System



Principle

Each Item of Cost **Incurred For the Same Purpose Be Treated Consistently In Like Circumstances Either as** a Direct or An Indirect (F&A) Cost In Order To **Avoid Possible Double-Charging of Federal Awards**



 Those Expenses Incurred by the Recipient of Subrecipient That Are <u>Directly</u> Related and Strictly Benefit <u>Only</u> the Public Transportation Program



- Transit Examples:
 - Operator's Salaries & Wages
 - Dispatcher's Salaries & Wages
 - Contract Vehicle Maintenance
 - Fuel & Lubricants Consumed
 - Tires and Tubes Consumed
 - Purchased Transportation

- Classification of Direct Salaries May Present Challenges
 - Must Be Based on Actual, After-the-Fact Determinations
 - Specific Activity Performed/Benefitting Unit of Government
 - Transit Direct Cost
 - Multiple Units (Transit and Others) Indirect Cost
- Budget Estimates Should Not Be Used

- Difficult Classification of Direct Costs
 - Minor Items Normally Considered Direct Costs
 May be Treated as Indirect Costs
 - Accounting Treatment is Consistent Among All Federal Grant Programs

Indirect Costs Are
 Those That Have
 Been Incurred For
 Common or Joint
 Purposes



- These Costs Benefit More Than One Cost
 Objective and Cannot Be Readily Identified
 With a Particular Final Cost Objective Without
 Effort Disproportionate To the Results
 Achieved
- New Concepts
 - Indirect Costs are Now Referred to as Indirect (F&A) Costs
 - F = Facilities
 - A = Administration

- Separate Designation of Federal Agency Responsibilities
 - Cognizant Agency for Audit
 - Cognizant Agency for Indirect Costs
 - May Not Be the Same Agency



Facilities and Administration

- Indirect Costs <u>Must</u> Be Pooled in These Two Categories for Institutions of Higher Education (IHEs) and Major Nonprofits
- Not Required for State and Local Governments,
 Indian Tribal Organizations
 - May Use Own Indirect Cost Pools

 A Cost May Not Be Allocated To a Federal Award As An Indirect Cost If Any Other Cost Incurred For the Same Purpose, In Like Circumstances, Has Been Assigned To a Federal Award As a Direct Cost

- Facilities and Administration
 - Range of Circumstances at the Local Level Means that Federal Agencies Cannot Provide Prescriptive Guidance on What Costs Constitute Direct vs.
 Indirect

- Facilities and Administration
 - Examples
 - Central Service Costs
 - General Administration of the Organization
 - Accounting, Legal, Human Resource Services
 Performed on Behalf of Multiple Departments Within the Organization, Including Public Transit
 - Costs of Operating and Maintaining Shared Facilities

Allowability of Indirect Costs

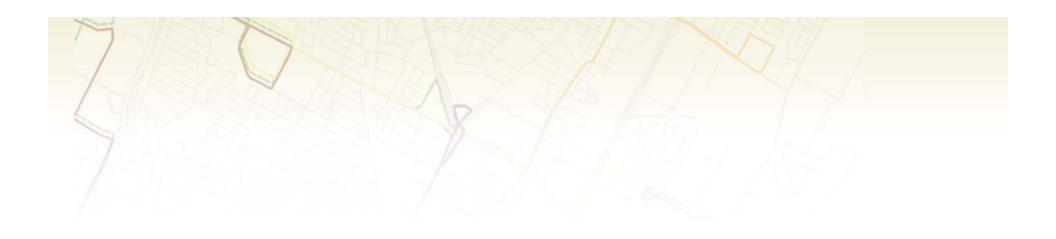
- Allowable, to the Extent the Charges Conform to an <u>Approved Indirect Cost Rate</u>
- Indirect Costs Are Normally Charged to Federal Awards By the Use of An Indirect Cost Rate
- A Separate Indirect Cost Rate(s) Is Usually Necessary For Each Department or Agency of the Governmental Unit Claiming Indirect Costs Under Federal Awards

Indirect Costs

- How Can We Tell if We Need An Indirect Cost Allocation Plan? If a Transit System Incurs Costs That Are:
 - Accumulated in the Accounts of Another Department or Division of the OrganizationLikely that an Indirect Cost Plan is Required

Allowability of Indirect Costs

- Will All Transit Agencies Incur Indirect Costs?
 - No
 - Independent Transit Authorities
 - Other Units That Do Not Rely on Central Services



Section 3

INDIRECT COST RATE PROPOSAL PREPARATION, METHODS AND RATES

Indirect Cost Rate

- General Rules
- Preparation
- Methods
- Rates

Indirect Cost Rate

- An Indirect Cost Rate Is a Device For Determining In a Reasonable Manner the Proportion of Indirect Costs Each Program Should Bear
- Usually Expressed as a Ratio of Indirect Costs
 To a Direct Cost Base
- Documented in an Indirect Cost Rate Proposal (ICRP)

Indirect Cost Rate Proposal

Definition

 The Documentation Prepared By a Governmental Unit, Subdivision Thereof, or Nonprofit Organization To Substantiate Its Request for the Establishment of an Indirect Cost Rate



Indirect Cost Rate Proposal

Guidance

- Primary Guidance
 - State and Local Governments
 - 2 CFR § 200, Appendix VII, "States and Local Government and Indian Tribe Indirect Cost Proposals"
 - Nonprofits
 - 2 CFR § 200, Appendix IV, "Indirect (F&A) Costs Identification and Assignment, and Rate Determination for Nonprofit Organizations"

Indirect Cost Rate Proposal

- Practical Issues Confronting Non-Federal Entities
 - Transit May Be One of the Only Department, Program, or Activity of the Local Governmental Unit Able to Seek Reimbursement of Indirect Costs
 - Local Government Management May Not Embrace the Costs/Benefits of Preparing an Indirect Cost Rate Proposal
 - Grant Funds Are Capped
 - Entity Can Draw Down All Allocated Funds With Direct Costs
 - What is the Point?

Submission

- Submission Should be Made to the Cognizant Agency for Indirect Costs
 - This is the Entity Responsible for the Following in Indirect Cost Rate Proposals:
 - Review
 - Negotiation
 - Approval

Cognizant Agency for Indirect Costs

- Public Entities That Receive More Than \$35,000,000
 Must Submit Its Indirect Cost Rate Proposal to the Cognizant Agency for Indirect Costs
 - OMB Designates Cognizant Agency
- Other Public Entities Develop Indirect Cost Rate Proposals, Use the Rates, and Maintain All Proposal Documentation On File
 - Submit Upon Request
 - Generally, Federal Agency Awarding the Most Funds Serves as Cognizant Agency

Cognizant Agency for Indirect Costs

- KEY Element For Pass-Through Entity and Subrecipients
 - Where a Non-Federal Entity Only Receives Funds
 As a Subrecipient, the Pass-Through Entity Will Be
 Responsible For Negotiating and/or Monitoring
 the Subrecipient's Indirect Costs
 - State DOT = Pass-Through Entity
 - Section 5311 Grantee = Subrecipient

ICR Methods & Rates

- Indirect Cost Rates are Not Complicated, Nothing More Than Simple Division
- Indirect Costs Divided by a Direct Cost Base
- For Example:

ICR Methods & Rates

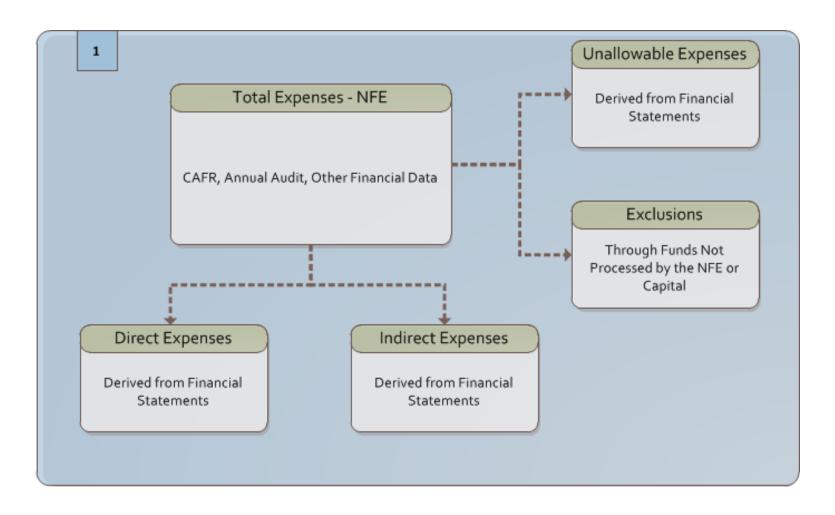
- Key Elements to Understanding Indirect Cost Rate Proposals
 - Methods
 - Rates

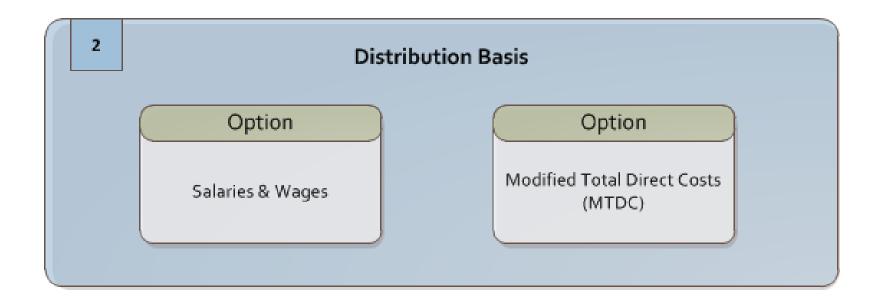


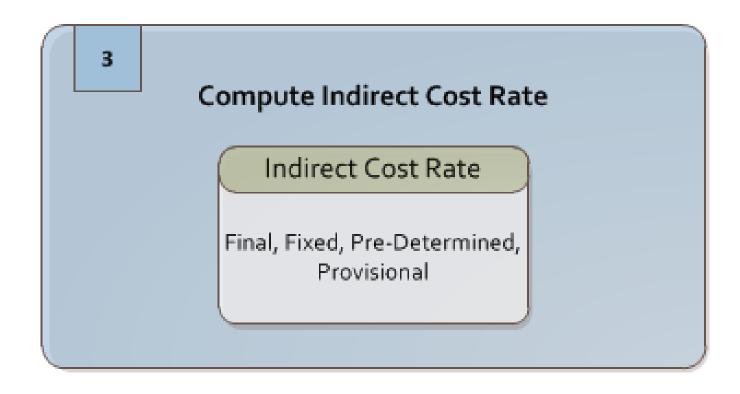
- Simplified Method
- Multiple Allocation Base Method
- Special Indirect Cost Rates
- Direct Allocation Method (Nonprofits)
- de minimis Rate
 - An Automatic Ten Percent Rate May Be Used
 - No Indirect Cost Rate Proposal is Required

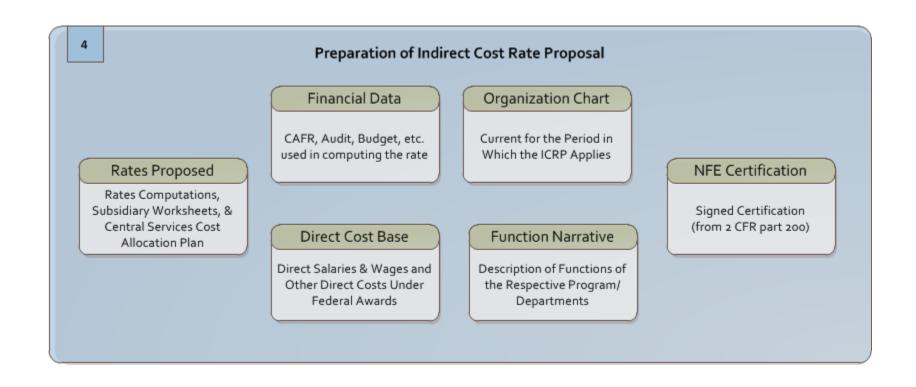
- Simplified Method is Appropriate for Most Smaller Entities
 - Elements of ICRP Using Simplified Method
 - 1. Audited Financial Data (Schedules)
 - Direct Costs
 - Indirect Cost
 - Exclusions
 - Unallowable
 - 2. Distribution Basis
 - Salaries & Wages
 - Modified Total Direct Costs (MTDC)
 - Type of Rate

- Simplified Method is Appropriate for Most Smaller Entities
 - Elements of ICRP Using Simplified Method
 - 3. Organizational Chart
 - 4. Narrative (One-Time Submission)
 - Departments Units Generating Direct Costs
 - Departments/Units Generating Indirect Costs
 - 5. Schedule of Rate Computation
 - Salaries & Wages
 - Modified Total Direct Costs (MTDC)
 - 6. Certification









Direct Allocation Method

- Only Listed as a Method for Nonprofit Agencies in 2 CFR
 § 200
- Generally a Method Used by Small Nonprofits With Relatively Few Indirect Costs
- o In this Method:
 - The Indirect Cost is "Converted" to a Direct Cost by Applying Some Basis of Allocation to the Total Cost
 - Number of Handsets to Allocate Indirect Telephone Costs
 - Number of Transactions to Allocate Indirect Finance Costs
 - Number of Workstations to Allocation Indirect IT Costs

Direct Allocation Method

- Example
 - A Small Nonprofit Rents Office Space at \$3,000/Month, Shared
 Among Three Program Services
 - The Agency "Converts" the Indirect Expense to a Direct Expense by Allocating Rent on the Basis of Square Footage (SF) Consumed by Each Program (Program 1: 0.1931 x \$3,000 = \$597.30)

Program	SF	Percent
Program #1	560	19.31%
Program #2	1,540	53.10%
Program #3	820	27.59%
Total	2,900	100.00%

Direct Allocation Method

- Subrecipients Should Identify, in their Grant Budget Proposals, When They are Using This Method
- Appropriate for the State DOT to Verify and Approve Direct Allocation Methods Proposed for Use in Federal Awards by Subrecipients

• Example:

MANAGEMENT'S DISCUSSION AND ANALYSIS FOR THE YEAR ENDED DECEMBER 31, 2013 UNAUDITED (Continued)

Table 2 reflects the change in net position for 2013 and 2012.

Table 2 Governmental Activities Changes in Net Position

Changes in	Changes in Net Position					
	2013	2012	Change			
Receipts:						
Program Receipts:						
Charges for Services	\$3,609,389	\$3,586,890	\$22,499			
Operating Grants, Contributions, and Interest	10,870,680	9,966,286	904,394			
Capital Grants		610,923	(610,923)			
Total Program Receipts	14,480,069	14,164,099	315,970			
General Receipts:	N N					
Property Taxes Levied for General Operating	1,661,853	1,641,057	20,796			
Property Taxes Levied for Lawnview 169 Board	2,404,132	2,365,758	38,374			
Property Taxes Levied for Children's Services	510,428	502,126	8,302			
Sales Taxes	5,312,020	4,859,352	452,668			
Grants and Entitlements	1,087,655	868,012	219,643			
Interest	404,705	436,112	(31,407)			
Other	2,221,264	2,945,223	(723,959)			
Total General Receipts	13,602,057	13,617,640	(15,583)			
Total Receipts	28,082,126	27,781,739	300,387			
Program Disbursements	N 1007					
General Government:						
Legislative and Executive	3,920,017	3,938,117	18,100			
Judicial	2,338,841	2,242,057	(96,784)			
Public Safety	4,050,913	3,857,664	(193, 249)			
Public Works	4,937,669	6,279,755	1,342,086			
Health.	5,026,790	4,903,592	(123,198)			
Human Services	4,939,302	5,431,627	492,325			
Conservation and Recreation	274,920	216,237	(58,683)			
Economic Development and Assistance	702,590	170,914	(531,676)			
Capital Outlay	149,557	50,499	(99,058)			
Debt Service:						
Principal Retirement	289,060	313,119	24,059			
Interest and Fiscal Charges	54,700	64,900	10,200			
Total Disbursements	26,684,359	27,468,481	784,122			
Increase in Net Position	1,397,767	313,258	1,084,509			
Net Position at Beginning of Year	12,717,648	12,404,390	313,258			
Net Position at End of Year	\$14,115,415	\$12,717,648	\$1,397,767			

Exercise No. 5 - Answers Indirect Costs Schedule Smith County Public Works Department For the Fiscal Year Ended December 31, 2014

Direct Costs Expenditures Indirect Direct Salaries Other Not Allowable **Exclusions** and Wages **Direct Costs** Total Costs **Departmental Unit** (A) (B) (C) (D) (E) (F) Transit 568,118 \$ 63,646 \$ 790 351,014 \$ 151.878 Roads 1,769,398 \$ 125,695 \$ 3,190 1,079,178 558,145 334,933 Environmental Services 2,092,776 256,967 265 1,500,346 \$ 4,245 2,930,538 Subtotal 4,430,292 \$ 446,308 1,044,956 **Departmental Indirect Costs** 285,599 Administration 285,599.39 Subtotal 285,599.39 285,599 Services Furnished (But Not Billed) by Other Governmental Units Human Resources 123,273 123,273 Finance 67,037 67,037 Legal 5,612 5,612 Information Technology 24,890 24,890 Subtotal 220,812 \$ 220,812 Total 4,936,704 446,308 4,245 506,412 2,930,538 1,044,956 Although Indirect costs Should reconcile **Exclusions** Should reconcile Should reconcile should be unallowable, to audit data, include passto audit data, to audit data, accumulated in other finance through funds such expenses other finance other finance separate must bear their data used to and capital data used to data used to

share of indirect

prepare ICRP

accounts within

the accounting system prepare ICRP

prepare ICRP

Exercise No. 6 - Answers

Sample Indirect Cost Rate Proposal - Simplified Method

Smith County Public Works Department

For the Fiscal Year Ended December 31, 2014

Summary

Total (A)		Exclusions and Indirect Non-Allowable Costs (B) +(C) (D)		Indirect	Modified Total		
						Direct Cost (MTDC) (E) +(F)	
\$	4,937,669	\$	450,553	\$	507,377	\$	3,975,494

Indirect Cost Rate Computation

(D) ÷ [(E) + (F)]
$$\frac{$507,377}{$3,975,494}$$
 = 12.8%

Smith County Public Works Department proposes to use an Indirect Cost Rate of 12.8% applied to Modified Total Direct Costs in its Fedeal grant awards.

ICR Rates

Rates

- Predetermined Rate
- Fixed Rate
- Final Rate
- Provisional Rate
- o de minimis Rate

ICR Rates

Rates

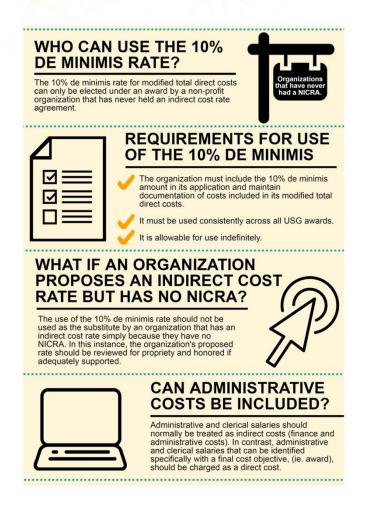
- Predetermined Rate
 - The Rate is Based on an Estimate of the Costs to be Incurred During the Period
 - A Predetermined Rate is Not Subject to Adjustment
- Fixed Rate
 - Same as a Predetermined Rate, Except That the Difference Between the Estimated Costs and the Actual Costs of the Period Covered by the Rate is Carried Forward as an Adjustment to the Rate Computation of a Subsequent Period

ICR Rates

Rates

- Final Rate
 - An Indirect Cost Rate Applicable to a Specified Past Period Which is Based on the Actual Costs of the Period
 - A Final Rate is Not Subject to Adjustment
- Provisional Rate
 - Provisional Rate or Billing Rate Means a Temporary Indirect Cost Rate Applicable to a Specified Period Which is Used for Funding, Interim Reimbursement, and Reporting Indirect Costs on Federal Awards Pending the Establishment of a Final Rate for the Period

- No ICRP Required
- Any Non-Federal Entity (Either Public or Nonprofit) May Utilize the *de minimis* Rate



- Previous or Expired Rates With the Federal Government
 - If, at any Time the NFE Had a Prior Rate with the Federal Government, the NFE is Prohibited from Using the de minimis Rate
 - Effective November 12, 2020, this Previous Provision is No Longer Applicable

- Using the de minimis Rate as a Transitional Rate
 - This Practice is Permitted
 - An NFE May Use the de minimis Rate, If
 Otherwise Qualified, Until Such Time as a
 Negotiated Rate is Developed, Submitted, and
 Approved

- Modified Total Direct Costs
 - Typically, a Subset of Allowable Costs Incurred During a Grant Billing Period
 - MTDC Includes:
 - Salaries and Wages
 - Associated Fringe Benefits
 - Materials and Supplies
 - Services
 - Travel
 - Subawards/Subcontracts Up to the First \$25,000

- Modified Total Direct Costs
 - MTDC Excludes:
 - Equipment
 - Capital Expenditures
 - Charges for Patient Care
 - Rental Costs
 - Tuition Remission, Scholarships and Fellowships
 - Participant Support Costs
 - Portion of Subawards/Subcontracts in Excess of \$25,000

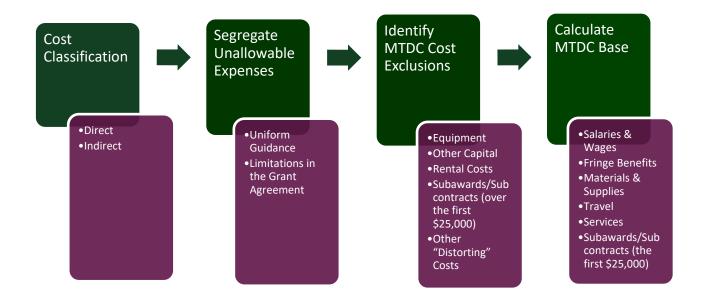
- Modified Total Direct Costs
 - The Cognizant Agency for Indirect Costs May Exclude Other Items from MTDC Avoid a Serious Inequity in the Distribution of Indirect Costs

- Modified Total Direct Costs
 - SubAwards/Subcontracts
 - The First \$25,000 Allowable in MTDC is for the "Life of the Award"
 - Thus, A Transit System Awarding a Three-Year Contract to a Management Company for \$900,000 Would Only Be Allowed to Take A Single Allowance of \$25,000 in its Calculation of MTDC
 - Some Consideration May be Permitted if Formal Renegotiated Within the Period of Performance of the Grant Award

Best Practice

 Detail Total Allowable Costs, Exclusions, and MTCD in a Subsidiary Worksheet to Provide Documentation of Correct Calculation of MTDC

- Allowable Indirect Costs
 - Modified Total Direct Costs X 10%
 - This Amount is Added to Total Allowable Costs to Compute the Total Allowable Amount During the Billing Period

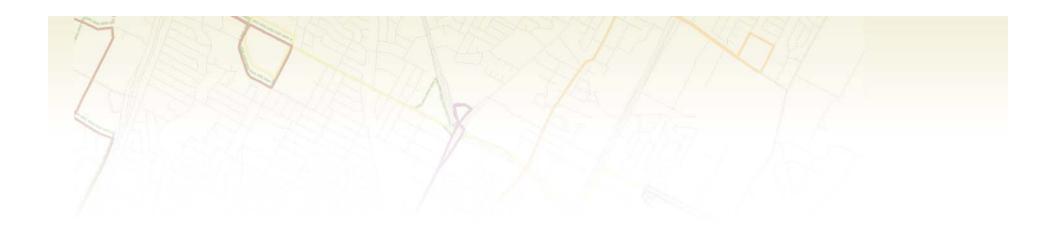


MTDC Example

Account	Description		osts, This Period	Excluded from MTDC??	Eligible for MTDC??
5011	Operators' Salaries and Wages		\$131,458		
5012	Operators' Paid Absences		10,516		
5013	Other Salaries and Wages		28,564		
5014	Other Paid Absences		2,285		
5015	Fringe Benefits		19,202		
5024	Audit Services		24,500		
5031	Fuel and Lubricants		34,233		
5034	Supplies		2,675		
5041	Electric		1,682		
5051	Physical Damage Insurance		6,459		
5101	Purchased Transportation ¹		40,000		
5220	Facility Lease ²		9,000		
6821	Network Server ³		5,500		
6822	Office Computer ⁴		1,299		
		Total	\$317,378		

Answers

				Excluded from	
Account	Description		Costs, This Period	MTDC	Eligible for MTDC
5011	Operators' Salaries and Wages		\$131,458		\$131,458
5012	Operators' Paid Absences		10,516		10,516
5013	Other Salaries and Wages		28,564		28,564
5014	Other Paid Absences		2,285		2,285
5015	Fringe Benefits		19,202		19,202
5024	Audit Services		24,500		24,500
5031	Fuel and Lubricants		34,233		34,233
5034	Supplies		2,675		2,675
5041	Electric		1,682		1,682
5051	Physical Damage Insurance		6,459		6,459
5101	Purchased Transportation ¹		40,000	15,000	25,000
5220	Facility Lease ²		9,000	9,000	0
6821	Network Server ³		5,500	5,500	0
6822	Office Computer ⁴		1,299		1,299
		Total	\$317,378	\$29,500	\$282,828



Section 4

CHANGES TO 2 CFR § 200

- Published in the Federal Register, August 13,
 2020
- ◆ Effective November 12, 2020

- Key Changes
 - Definitions No Longer Numbered
 - Were 2 CFR § 200.00 § 200.99
 - New Procurement Thresholds Updated
 - Clarified That the Pass-Through Entity is Only Responsible for Resolving Audit Findings
 Specifically Related to the Subaward

Key Changes

- Entities That Previously Had an Indirect Cost Rate Negotiated With the Federal Government May Now Use the *de minimis* Rate
- Clarifies that NFEs that Use the *de minimis* Rate Are Not Obligated to "Prove" The Organization Incurred 10 Percent Indirect Costs
- All Approved Indirect Cost Rates Must be Published on an OMB-Approved Web Site

- Key Changes
 - Procurement Activity Now Defined by Three Classes
 - Informal
 - Micro-Purchase
 - Small Purchase
 - Formal
 - Sealed Bids
 - Proposals
 - Non-Competitive

- Key Changes
 - Prohibition Against Procuring, Renewing a Contract, or Entering Into a Contract with Certain Designated Chinese Telecommunications and Video Surveillance Companies



Section 5

QUESTIONS & ANSWERS

Presenter

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